

# CASE SUMMARY • CONDITIONAL DISTRICT REZONING

Planning Commission Legislative Hearing • September 6, 2023

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**THIS REPORT HAS BEEN MODIFIED SINCE THE 7/12/23 PLANNING COMMISSION MEETING.**

## 1. Case Overview and Status

Application to conditionally rezone ±5.82 acres located at **6120 Oleander Drive** from CB(CD), Community Business (Conditional District) to O&I(CD) Office & Institutional (Conditional District) for a mixed-use development, consisting of 178 dwelling units and 20,700 square feet of office/commercial space. (Samuel B. Frank of Ward and Smith, PA, Applicant, [summerwalkphase2@wardandsmith.com](mailto:summerwalkphase2@wardandsmith.com), (910) 794.4835, Owner, Summerwalk Commercial, LLC)

### Staff Recommendation

- **Conditional Approval**  
See page 6 for details

### Planning Commission

- **Legislative Hearing**  
scheduled for 9/6/2023

### City Council

- **Legislative Hearing** tentatively scheduled for 10/3/2023 (pending outcome of Planning Commission meeting)



### CD-8-723

Attachment 2  
Aerial Imagery  
6120 Oleander Dr

- Site
- Parcels



0 100 200  
Feet  
6/28/2023

### Report Organization

1. Case Overview & Status
2. Executive Summary & Recommendation
3. Analysis
4. Attachments

## 2. Executive Summary & Recommendation

### 2.1 Proposal

- The applicant proposes to rezone the site from CB(CD), Community Business (Conditional District) to O&I(CD) Office & Institutional (Conditional District) to allow a commercial district mixed-use development, consisting of 178 dwelling units and 20,700 square feet of office/commercial space.
- The project includes three 4-story buildings. Building A, along Greenville Loop Road frontage, adjacent to the residential development to the south, includes parking on floor 1 and residential uses on floors 2 through 4. Building B, fronting Oleander Drive, includes parking and commercial uses on floor 1 and residential uses on floors 2 through 4. Building C, also fronting Oleander Drive, includes commercial uses on floors 1 through 2 and residential uses on floors 3 through 4.
- The original request included 192 residential dwelling units and 20,700 square feet of office/commercial space. Including two 5-story buildings (B and C), 60 feet tall, fronting Oleander Drive, and one 4-story building (A), 45 feet tall, along Greenville Loop Road frontage, adjacent to the residential development to the south.
- Table 1, below, provides a comparison between the proposed project and current conditional district (approved in 2015).

*Table 1: Comparison of existing and proposed zoning*

	<b>Current Zoning (2015)</b>	<b>Proposed Zoning (2023)</b>
<b>Zoning</b>	Community Business (Conditional District) & MD-10 (CD), Medium-density multiple-dwelling residential	O&I(CD) Office and Institutional (Conditional District)
<b>Intensity</b>	62,400 square feet of commercial space	20,700 square feet of commercial space & 178 residential units
<b>Buildings/ Height</b>	Two (2-story) buildings / 35 feet maximum height	Three (4-story) buildings
<b>Commercial Uses</b>	Professional office, medical office, business services, banking services, restaurant (standard), carryout and fast-food restaurants (limited to coffee and ice cream shops), microbrewery, retail sales establishments, personal services	General business services, banks and financial institutions, restaurant, general retail, offices, general personal services. (uses based on current code)
<b>Residential Uses</b>	None	178 multiple dwelling units, including 20 workforce housing units for a period of 15 years*

\* Applicant has not provided information on how the workforce housing units would be dispersed throughout the development.

*The applicant proposes to utilize the Commercial District Mixed-use (CDMU) standards for the proposed development. The CDMU standards allow residential uses within commercial zoning districts under certain conditions. An analysis of these standards is provided below in Table 2.*

Table 2: CDMU Prerequisites

	Required	Proposed
<b>Commercial Uses</b>	If 25 percent or less of the perimeter of the site fronts on an arterial street, the commercial square footage may be reduced to 10 percent.	10.4 percent commercial, reduction based on less than 25% frontage on arterial street (Oleander Drive).
<b>Building Site Design</b>	A conceptual elevation indicating proposed architectural style shall be provided. All CDMU projects shall be subject to the site design standards of the multiple-dwelling districts found in Section 18-29: District specific standards.	Conceptual renderings provided by the applicant (Attachment 5).
<b>Density</b>	<ul style="list-style-type: none"> <li>• The maximum residential density shall be 17 units per acre.</li> <li>• The cap on density may be eliminated if 10 percent of the total number of residential units is designated for workforce housing, as defined in this chapter, for a period of at least 15 years.</li> <li>• For projects with multiple buildings, workforce housing units must be dispersed throughout the development and not concentrated in one building.</li> </ul>	<ul style="list-style-type: none"> <li>• 34 units per acre proposed.</li> <li>• 20 workforce housing units proposed for 15 years, eliminating the density cap. (10% of the site)</li> <li>• No evidence provided that workforce units would be dispersed throughout the site.</li> </ul>
<b>Open Space</b>	<ul style="list-style-type: none"> <li>• 20 percent open space required (45,510 square feet).</li> <li>• Open space provided as part of a cohesive development project approved prior to December 1, 2021, may be counted toward the open space set aside requirement, even if such open space is not located within the same zoning district as the CDMU, provided all of the following conditions are met: <ul style="list-style-type: none"> <li>a. The total amount of open space provided in the cohesive development project meets or exceeds the total required for the CDMU and all other residential components of the project, and has no restrictions prohibiting or limiting use of the open space by residents and visitors to the CDMU development.</li> <li>b. The open space to be counted toward the CDMU requirement is located within 1,000 feet of the CDMU project, and is connected to the CDMU project via off-street pedestrian walkways or private community roadways.</li> </ul> </li> </ul>	The applicant is providing 42.0% open space throughout the cohesive development per the site plan provided (Attachment 6).

Figure 2: Previous Approved Site Plan (2015)



*Figure 3a: Building rendering, viewed from Greenville Loop Road*



*Figure 3b: Building rendering, viewed from Oleander Drive*



## 2.2 Community Outreach

### 2.2.1 Community Meetings

- A community meeting was held on March 14, 2023, at the New Hanover County Northeast Regional Library (1241 Military Cutoff Road). A copy of the community meeting report is attached (Attachment #2). Nineteen adjacent property owners were in attendance. Discussion included concerns with traffic, parking, road maintenance, stormwater and flooding, and open space and safety. No changes were made to the proposed plans in response to the concerns. The applicant agreed to allow parking to be made available to the property owners in Phase 1 of the development located to the south (Condition 8).
- A second community meeting was held on June 27, 2023, at the New Hanover County Northeast Regional Library (1241 Military Cutoff Road) to share the revised Office and Institutional (Conditional District) proposal. Eleven adjacent property owners were in attendance. Discussion included revisions to the previous plan and concerns with traffic, shared amenities, roads and maintenance, stormwater drainage, and dog waste stations. No additional changes were made following the supplemental neighborhood meeting.
- A third community meeting was held on August 21, 2023, at the New Hanover County Northeast Regional Library (1241 Military Cutoff Road) to share the changes made to the site plan since the supplemental neighborhood meeting in June. The applicant also highlighted the updated open space and concept elevation exhibits. Sixteen adjacent property owners were in attendance. Discussion included concerns with traffic and safety, road maintenance and shared amenities, tree removal, stormwater and drainage, and density.

### 2.2.2 Public Hearing Notices

	<b>Planning Commission 7/12/2023 &amp; 9/6/2023 Hearings</b>	<b>City Council 10/3/2023 Hearing (tentative)</b>
<i>Signs Posted</i>	6/29/23 & 8/24/23	9/21/23
<i>Letters mailed to property owners within 300 feet</i>	6/29/23	9/21/23
<i>Advertisement Date(s)</i>	7/7/23 & 9/1/23	9/22/23 & 9/29/23

### 2.2.2 Other

Forty-five comments were received via an online platform prior to the 7/12/2023 Planning Commission meeting (Attachment 8). Concerns cited include traffic, roads, general maintenance, stormwater drainage, dog waste stations, density, open space, light pollution, and property values. Six additional comments were filed following the Planning Commission's hearing, citing concerns with traffic, drainage, infrastructure, density, and tree save.

## 2.3 Staff Recommendation: CONDITIONAL APPROVAL

### 2.3.1 Criteria for Review and Recommendation

Section 18-586(C)(1) of the Land Development Code (LDC) states: Conditional map amendment decisions shall be made in consideration of identified relevant adopted land

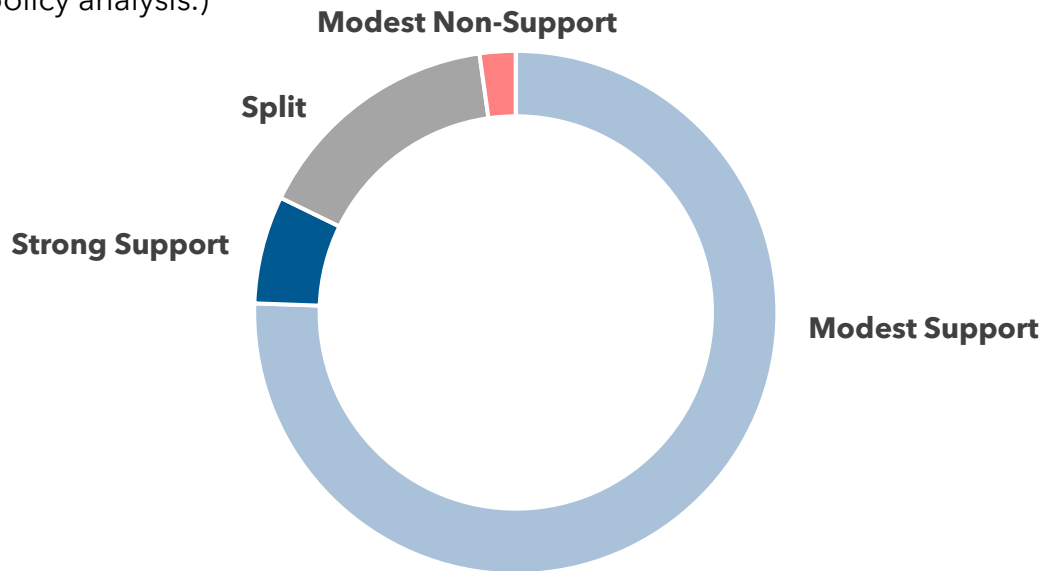
use plans for the area, including comprehensive, strategic, district, area, neighborhood, corridor, and other policy documents.

### 2.3.2 Basis for Staff Recommendation

In reviewing the application, staff finds the following:

- The Comprehensive Plan identifies this site as within a Greenfield Site Mixed-use Place Area of Opportunity and along a High-capacity Transit Route.
- The plan calls for development to occur in a compact pattern that reinforces the efficient provision of public services and utilities, improves the performance of the transportation network, preserves open space, and reduces negative impacts of low-intensity and noncontiguous development patterns.
- Areas well-suited for infill development should increase densities with infill development, mid-rise buildings, parking decks, and other urban solutions. Support for higher-density residential development along priority transit corridors is encouraged.
- The proposed rezoning is consistent with the Create Wilmington Comprehensive Plan. While staff has evaluated the proposal for consistency with several policies, the policies identified below most directly apply to the proposed rezoning and associated development:
  - **1.2.1.** Development should create places, streets, and spaces that are visually attractive, safe, accessible, functional, inclusive, have their own distinct identities, and maintain or improve desired character.
  - **1.2.6.** Cluster development should be encouraged, where appropriate, to achieve open space preservation or creation, especially in those parts of the city with special environmental concerns, less urban development patterns, or flooding concerns.
  - **1.4.1** Quality design and site planning should be promoted so that new development infill and redevelopment is implemented with minimal adverse impacts on desired character of the existing built environment.
  - **1.7.8.** Infill development should enhance or improve the existing physical development pattern of the area. The development of lots that have been historically difficult to infill or redevelop should be facilitated.
  - **9.1.1.** The public realm should be anchored by quality architecture with human-scale elements that are conducive to pedestrian comfort and mobility.

- **Policy Support/Non-Support.** Staff reviewed the proposed project for consistency with the policies established in the *Create Wilmington Comprehensive Plan*. While the chart below depicts the complete breakdown of consistency between applicable policies and the proposed rezoning, staff notes that not all policies carry equal weight; applicability and priority of policies may depend on the specifics of the proposal. (See analysis for detailed policy analysis.)



## 2.4 Planning Commission Recommendations

### 2.5 Recommended Conditions

Staff and the Planning Commission recommend approval subject to the following conditions based on the finding that the request is consistent with adopted plans, reasonable and in the public interest. Conditions 13 and 6-13, below, were approved as part of the existing conditional district (CD-14-609-M215) and have been carried forward with this request. Conditions 4 and 5 have been modified from the original approval and conditions 14-19 have been added to address the proposed development.

1. The use and development of the subject property shall comply with all regulations and requirements imposed by the Land Development Code, the City of Wilmington Technical Standards and Specifications Manual and any other applicable federal, state or local law, ordinance or regulation, as well as any condition stated below. In the event of a conflict, the more stringent requirement or higher standard shall apply.
2. Approval of this conditional district rezoning does not constitute technical approval of the site plan. Final approval by the Technical Review Committee and the issuance of all required permits must occur prior to release of the project for construction.
3. If, for any reason, any condition for approval is found to be illegal or invalid or if the applicant should fail to accept any condition following approval, the approval of the site plan for the district shall be null and void and of no effect and proceedings shall be instituted to rezone the property to its previous zoning classification.

4. The use and development of the subject property shall be in substantial compliance with the site plan and elevations as submitted and accepted by City Council on October 3, 2023.
5. The proposed project shall be limited to a maximum of 178 dwelling units and a minimum of 20,700 square feet of office/commercial space.
6. The uses for the proposed commercial areas shall be limited to general business services, banks and financial institutions, restaurant, general retail, offices, and general personal services.
7. The open space area shall be improved and shall be in substantial compliance with the Open Space exhibit, Attachment 7, submitted by the applicant on August 11, 2023.
8. Requirements of the approved Traffic Impact Analysis (TIA) must be completed prior to receiving final zoning approval.
9. All new surface parking areas shall be of pervious material.
10. A shared parking agreement shall be executed between the owners in a tenure dictated by the city attorney.
11. All regulated flowering trees and deciduous trees 10-inch caliper and below in size, targeted for removal, shall be spaded and relocated on site.
12. Project areas that are to incorporate xeric landscaping shall be clearly marked on the site plan with notes indicating such and a note stating that "All soil amendments and planting schedules shall be noted on the plan to properly verify the xeric landscaping techniques utilized" shall be included on all relevant plans. The developer shall consult with the Cooperative Extension Service for guidance.
13. No auxiliary signs or freestanding pole signs shall be permitted on this site. The freestanding sign shall be a monument sign that complies with the LDC and shall have landscaping at the base of the sign.
14. All construction traffic associated with the site shall access the site from Oleander Drive.
15. Perpetual maintenance and upkeep of the open space and stormwater management ponds shall be provided by an incorporated Homeowners Association or by the developer and/or owners of the property.
16. The project shall provide 10% workforce housing units for a period of 15 years to be dispersed throughout the site.
17. An annual report must be submitted to the city establishing compliance with the affordable housing commitment.
18. All leases for affordable housing units will be the same as market rate units, with added information about yearly income verification and the process the lessee will follow if the individual or family's income rises above the targeted AMI.
19. A separate wait list must be maintained for the units targeting 80% AMI.
20. Any significant and specimen trees located on site located outside of the building footprint and proposed access improvements must be protected and retained.
21. The applicant shall work with WAVE transit to improve the existing stop to the west, located at the intersection of Giles and Oleander.

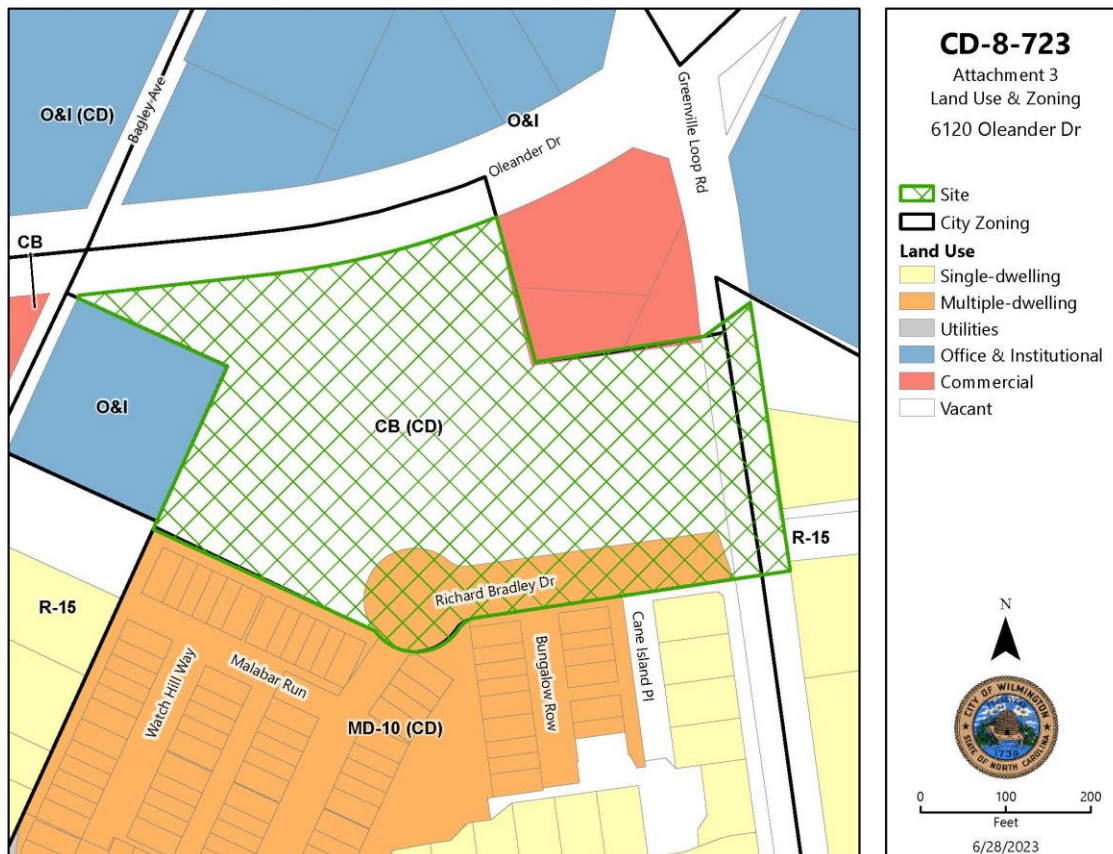
### 3. Analysis

#### 3.1 Site History

- On January 5, 2010, City Council approved a rezoning of 26.25 acres of property located at the southwest corner of Oleander Drive and Greenville Loop Road (Summerwalk) from R-15, Residential District and O&I-1, Office and Institutional District-1 to O&I-1 (CD) Office and Institutional District-1 (Conditional District) and MF-L (CD), Multiple Family- Low Density (Conditional District). Phase 1 (MF-L(CD)) included 20.43 acres and 140 dwelling units with a mix of attached townhomes and detached single family homes. Phase 2 (O&I(CD)) included 5.82 acres and two professional office buildings with a total of 80,000 square feet. Phase 2 of this project was never constructed.
- On March 17, 2015, City Council approved a rezoning of the subject site (Phase 2) from O&I-1 (CD) Office and Institutional District-1 (Conditional District) to CB (CD) Community Business (Conditional District) to allow limited commercial uses within two, two-story buildings totaling 62,400 square feet and to allow phasing of required roadway improvements. This project was never constructed.

#### 3.2 Area Context and Existing Conditions

Figure 3: Land Use and Zoning



	Current Zoning	Existing Land Use(s)
<b>Subject Property</b>	<b>CB(CD)</b>	<b>Vacant</b>
<b>North</b>	O&I	Commercial, office, right-of-way
<b>South</b>	MD-10(CD)	Multiple dwelling, single dwelling, right-of-way
<b>East</b>	O&I, R-15	Office, single dwelling, right-of-way
<b>West</b>	O&I, R-15	WFD Fire Station No. 10, commercial, single dwelling, right-of-way

### 3.3 Consistency of Proposed Development with Land Development Code (LDC) Requirements

The following information represents a preliminary analysis of the proposed development's compliance with applicable LDC requirements based on a Technical Review Committee (TRC) review of the concept plan on March 17, 2022, May 25, 2022, and March 16, 2023. Full site plan review and approval will be required from the TRC prior to construction release. Key components are identified and summarized below.

#### 3.3.1 Existing Zoning District Purpose Statement

- **Community Business (CB) district.** This district is intended to integrate appropriately scaled office, retail, and personal service uses with adjacent or surrounding residential neighborhoods. The purpose of the CB district is to create convenient, walkable nodes that serve the day-to-day needs of nearby residents. Ideally, these nodes should be located at street intersections and may be created on infill sites or through redevelopment. To ensure that the allowed uses are compatible with the surroundings and consistent with this intent, building size limits may be imposed, along with other spatial standards, to regulate the scale of the development and minimize additional vehicular traffic.

#### 3.3.2 Proposed Zoning District Purpose Statement

- **Office and institutional (O&I) district.** This district is intended to accommodate professional and medical offices, institutions of various sizes, places of assembly, and complementary uses without the added traffic and development intensity associated with broad commercial and retail activities. The O&I district is well suited to supporting higher education and health care centers and office uses, along with complementary uses such as small-scale retail, services, and restaurants. When appropriate conditions are met, residential uses, in combination with compatible office and institutional uses, are appropriate within this district to support a desirable live/work environment.

#### 3.3.3 Parking

- All surface parking spaces would be constructed with pervious materials.
- The applicant proposes 182 surface parking spaces and 184 garage spaces under the buildings for a total of 366 off-street parking spaces, further summarized in the chart

below. The number of spaces proposed have not changed since the prior iteration of the site plan.

- The applicant proposes 20 residential units as workforce housing. The Land Development Code would allow the parking required for those units to be reduced to 0.5 spaces per unit. The applicant has not proposed a reduction in parking for the workforce units.

*Table 3.3.3-1 Parking Requirements*

<b>Use</b>	<b>Units/Size</b>	<b>Minimum Parking Required</b>	<b>Maximum Parking Allowed</b>	<b>Proposed Parking</b>
Residential, 1-bed	124	1.5 spaces/unit (186)	2.75 spaces/unit (341)	221
Residential, 2-bed	54	2 spaces/unit (108)	2.75 spaces/unit (149)	108
Retail	6,500	1 space/300 sq ft (9)*	1 space/300 sq ft (22)	9
Office	8,000	1 space/250 sq ft (13)*	1 space/250 sq ft (32)*	15
Restaurant	6,200	1 space/65 GFA (26)*	1 space/65 GFA (64)*	27
<b>Total:</b>		<b>342 spaces</b>	<b>608 spaces</b>	<b>366 spaces</b>

\* No minimum parking required, except when 650 feet of a residential zone, 40% minimum parking required.

### 3.3.4 Buffers, Landscaping and Trees

- A landscaping plan that complies with city standards would be required prior to construction release. A Class A transitional buffer is required along all property lines adjacent to the existing MD-10 zoning district. Any existing trees or shrubs located within the transitional buffer must be retained.
- Any protected trees located within the required streetscape must be retained.
- The applicant provided a tree removal list and no specimen trees exist on site. All significant trees proposed for removal will require mitigation.

## 3.4 Consistency with Adopted Plans

### 3.4.1 CAMA Plan

- The property is designated as Wetland Resource Protection in the 2006 CAMA plan.
- The Land Development Code (LDC) limits development in areas identified as watershed resource protection or conservation, on the most recently adopted CAMA land classification map, to 25 percent of the total buildable area with allowable increases subject to the conditions in this division.
- The applicant's design narrative proposes an impervious surface limit increase to 49.7% based on credit and points achieved with current design. (Attachment 3)

### 3.4.2 Walk Wilmington Plan

- Sidewalks would be installed along Oleander Drive with this development. A 10-foot-wide multi-use path exists along Greenville Loop Road currently.
- Additionally, this development is adjacent to the City's Greenville Loop Trail, Section 3 Capital Improvement Project, which will extend the multi-use path from Old Military

Cutoff Road to Park Avenue. Property acquisition for this phase is currently underway and construction is anticipated to begin in the winter of 2023.

### 3.4.3 Wilmington/New Hanover County Comprehensive Greenway Plan

- The Wilmington/New Hanover County Comprehensive Greenway Plan, adopted in 2013, identifies a multi-use path along the Greenville Loop Road. The multi-use path is built and will be accessible to future residents.

### 3.5 Consistency with *Create Wilmington Comprehensive Plan*

The Comprehensive Plan identifies three questions to be considered when determining the consistency of a proposed use or zoning district with the Comprehensive Plan:

- Is the proposal consistent with the themes and policies contained in the Comprehensive Plan?
- Is the form and function of the proposed development appropriate for the category designated on the Growth Strategy Maps?
- Will community facilities, parks, and other infrastructure be available at the appropriate levels to serve the development as proposed?

Analysis of policies that are applicable to the proposed amendment are organized pursuant to these three considerations. Only policies that directly relate to the location and design of development and associated infrastructure have been included in this analysis. (Policies that recommend changes to regulation as well as policies that recommend action by the City or other organizations were deemed not applicable to this proposal.)



Not all policies carry equal weight; applicability and priority of policies may depend on the specifics of the proposal.

The policy analysis uses the following symbology:

**Note: Policy analysis includes an updated symbology for clarity and ease of use**

Strong Support	Modest Support	Split (Modest Support & Modest Non-Support)	Modest Non-Support	Strong Non-Support
				

#### 3.5.1 Is the Proposal consistent with the policies contained in the Comprehensive Plan?

1	Development and City Building	
Citywide Growth		
1.2.1	Development should create places, streets, and spaces that are visually attractive, safe, accessible, functional, inclusive, have their own distinct identities, and maintain or improve desired character.	
1.2.2	Development should occur in a compact pattern that reinforces the efficient provision of public services and utilities, improves the performance of the	

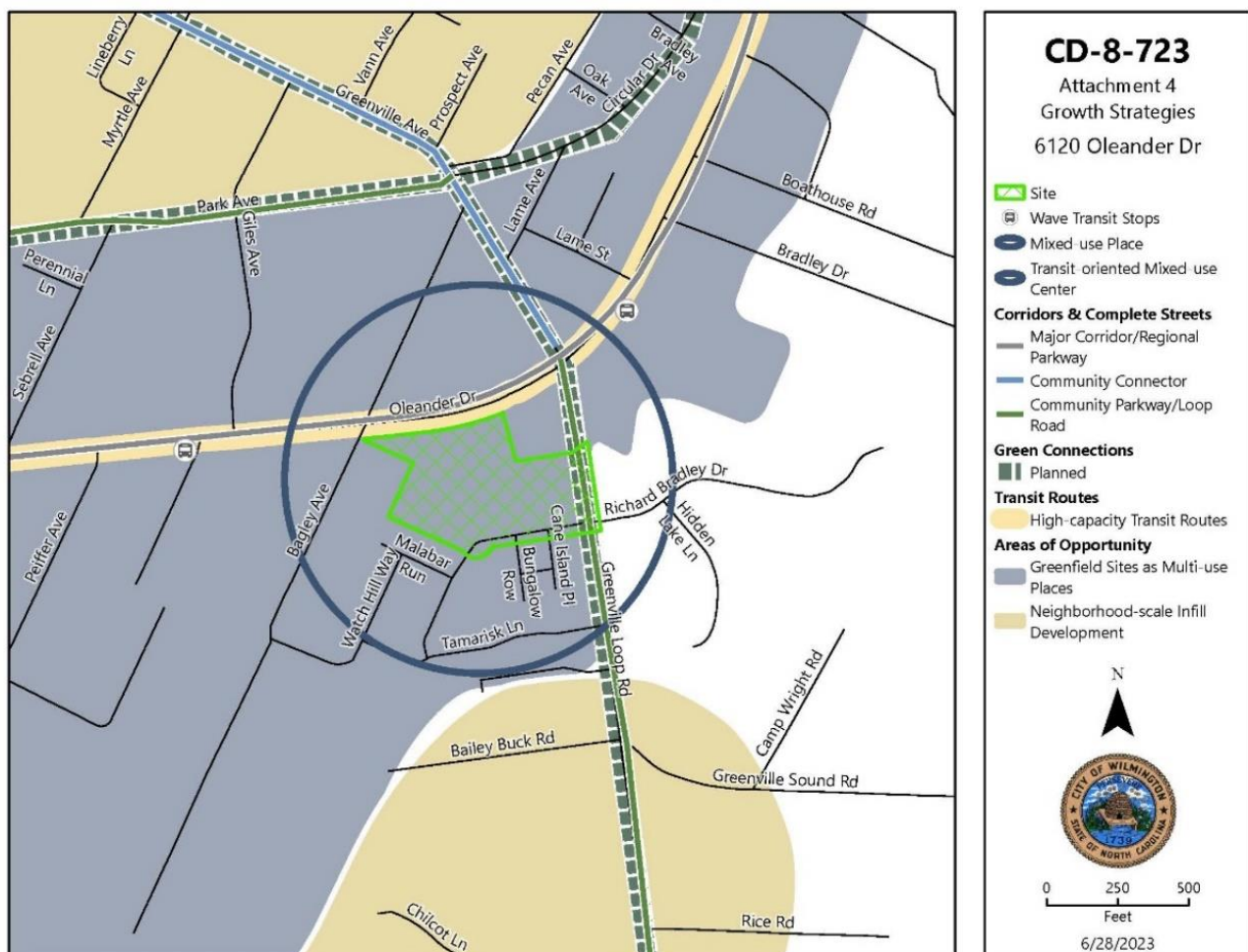
	transportation network, preserves open space, and reduces negative impacts of low-intensity and noncontiguous development patterns.	
1.2.4	Development and infrastructure investments should promote healthy communities and active lifestyles by providing enhanced bicycle and pedestrian circulation, access, and safety.	↑
1.2.6	Cluster development should be encouraged, where appropriate, to achieve open space preservation or creation, especially in those parts of the city with special environmental concerns, less urban development patterns, or flooding concerns.	↑
<b>Land Use and Transportation</b>		
1.3.8	Pedestrian-friendly and transit-supportive development patterns should be promoted along multimodal corridors and areas identified for intensive transit investments.	↑
1.3.10	Development should be built upon an interconnected system, potentially including frontage and backage roads, to provide visibility from the major street while limiting driveway connections to the major street.	↑
<b>Compatibility</b>		
1.4.1	Quality design and site planning should be promoted so that new development infill and redevelopment is implemented with minimal adverse impacts on desired character of the existing built environment.	↑
1.4.4	Low- to medium-density residential areas and/or low-intensity mixed-use developments should serve as transitions between lower-density neighborhoods and more intensive commercial, residential, and mixed-use areas. Where appropriate transitions are not possible within a development site, infill and redevelopment adjacent to areas of lower intensities should provide effective physical buffers to avoid adverse impacts.	↑
<b>Neighborhood Conservation and Revitalization</b>		
1.7.1	Growth should be accommodated in the city through mixed-use neighborhoods with a variety of housing types and price points.	↑
1.7.9	Infill development should enhance or improve the existing physical development pattern of the area. The development of lots that have been historically difficult to infill or redevelop should be facilitated.	↑
1.7.10	Infill sites within existing neighborhoods should be developed consistently with the design elements of nearby structures and in a manner that enhances or improves the character of the area.	↕
<b>Infill and Redevelopment</b>		

1.11.3	Areas well-suited for infill and redevelopment, should be redeveloped in a way that maintains or enhances the desired character of the surrounding area, improves access to goods, services, and amenities, increases housing options, and improves the overall quality of life in the vicinity.	↑
<b>2</b>	<b>Transportation</b>	
	<b>Bicycle and Pedestrian Circulation</b>	
2.6.3	New development, redevelopment, street reconstruction, and resurfacing projects should include bicycle and pedestrian facilities as appropriate for the roadway character. Existing development should be retrofitted with connections where possible.	↑
<b>3</b>	<b>Housing</b>	
	<b>Diversity of Housing Options</b>	
3.1.4	Zoning policies should provide opportunity and incentives for developers to build a variety of housing types, from single-family to multifamily, including accessory dwelling units, at a range of price points.	↕
	<b>Affordability</b>	
3.2.6	The location of affordable housing in areas with access to transit services including current and future transit stations should be incentivized, including, but not limited to, zoning and development incentives.	↑
3.2.7	Public transit and safe, convenient, non-motorized transportation options should be expanded to serve housing in all areas of Wilmington.	↑
<b>4</b>	<b>Parks, Recreation and Open Space</b>	
	<b>Greenways, Blueways, Trails, and Connectivity</b>	
4.2.2	Neighborhood connectivity to trails and greenways should be facilitated. Connections between neighborhoods, shopping centers, schools, transit stops, and employment centers should function as transportation alternatives in addition to recreational amenities.	↑
4.2.5	Wilmington's greenway/trail network should include multi-use paths that connect other greenways, parks, and schools. New greenways should be designed to serve both recreational and transportation needs.	↑
<b>6</b>	<b>Environment and Natural Resources</b>	
	<b>Urban Forest</b>	
6.3.1	Tree preservation should be a priority in developments where significant clusters of trees can be protected for meaningful impact and appearance. Planting of street trees with frequent spacing should be a priority where the density of buildings, infrastructure, and required grading make the preservation of existing trees unfeasible.	↑
	<b>Air Quality</b>	
6.4.1	Walkable and bikeable communities, public transit, and integrated land use and transportation planning should be promoted and encouraged to help reduce motor vehicle emissions.	↑
<b>9</b>	<b>Urban Design and Placemaking</b>	
	<b>Unique Wilmington</b>	
9.1.1	The public realm should be anchored by quality architecture with human-scale elements that are conducive to pedestrian comfort and mobility.	↑

9.1.2	Visual interest should be created with well-designed building facades, storefront windows, and attractive signage and lighting. Poorly articulated, monolithic or box-like facades should be avoided, especially those placing large, blank walls adjoining public spaces.	↑
9.1.3	The established façade lines and rhythm of buildings along city streets should be maintained by aligning the front walls of new construction with the prevailing facades of adjacent buildings. Where expansive parking lots adjoin public rights-of-way, consideration should be given to locating buildings appropriately to the street, with most parking located to the side and rear of buildings.	↑
9.1.8	New development should reflect the context within which it is constructed, both in terms of architectural style and urban form. The adaptive reuse of unique buildings and landscape elements should be encouraged.	↕

### 3.5.2 Is the form and function of the proposed development appropriate for the category designated on the Growth Strategies Maps?

Map 3.5.2-A: Growth Strategies Map



## Areas of Opportunity

The subject property is designated within a Greenfield Sites as Multi-use Places on the Growth Strategies Map. Areas of Opportunity represent the parts of the city that have the greatest potential to accommodate future growth, infill, and new development. Efforts should be made to ensure a cohesive development pattern in these areas.

Map	Areas of Opportunity
<b>Greenfield Sites as Multi-use Places Principles</b>	
Implement adopted master plans; create new master plans as needed.	↕
Encourage town centers and other suburban mixed-use development types.	↑
Make connections to adjacent areas and incorporate them into new development.	↑
Provide abundant open space and buffers along low-density neighborhoods but integrate with existing multifamily and commercial areas.	↕
Maximize structured parking and concealed parking and minimize the use of large surface parking lots.	↕
Develop multi-use areas and provide multi-modal connections between various uses.	↑
Encourage a variety of building types; employ new and traditional urban design principles in site and building design.	↑
Ensure a walkable block structure and a clear hierarchy of complete streets.	↑

## Mixed Use Centers

The subject property is located within a Mixed Use Place on the Growth Strategies Map. With the lack of provided building elevations, staff is unable to determine the structured parking design. The applicant also proposes the use of large surface parking areas within the project area.


Map	Mixed Use center
<b>Mixed Use Place Principles</b>	
Develop with moderate densities and lot coverages.	↑
Include walkable components and some vertical mixed-use buildings.	↑
Design active pedestrian streetscapes and strong connections to adjacent neighborhoods.	↑
Use structured and on-street parking to accommodate densities; limit surface parking lots and exposed parking deck facades, especially along pedestrian streets.	↑

## Corridors & Complete Streets

The subject property is located within Major Corridors & Regional Parkways and Community Parkways & Loop Roads on the Growth Strategies Map.

Map	Corridors & Complete Streets
<b>Major Corridors &amp; Regional Parkways</b>	
Design these multimodal thoroughfares with some walkable qualities, including grade-separated bike lanes, sidewalks, and appropriate crosswalks.	↑
Prioritize motor vehicle mobility.	↑


### Community Connectors Principles

Create transitions from regional-scale roadways to neighborhood and business areas. These streets are sometimes called "collector streets," though they may also be classified as arterials. 

Line these corridors with a mix of building and site types at varying densities and setbacks. 

### Community Connectors Principles

Include landscaped medians, bike and pedestrian facilities, and access management elements, such as limited driveways. 


Maximize green landscaped frontages. 


### Transit that Works

The subject property is located within a Transit-oriented Mixed-use Centers and High-capacity Transit Route on the Growth Strategies Map. The proposal is located on a high-capacity transit line (Oleander Drive) and higher-density residential development is encouraged.

#### Map Transit that Works

#### High-capacity Transit Route

Improve transit service along these priority transit corridors, along with higher-density development in order to establish and contribute to the required demand to operate the service. 

Support higher-density residential development along priority transit corridors. 

### 3.4.3 Will community facilities, parks, and other infrastructure be available at appropriate levels to serve the development as proposed?

#### Vehicular Traffic

- Ingress and egress to the site is proposed from Oleander Drive and Richard Bradley Drive, an existing private right-of-way.
- A Traffic Impact Analysis (TIA) was completed for this project in 2009 and updated in 2014. (Attachment 5) The current proposal does not warrant amendments to the current TIA approval. However, additional improvements remain warranted as a result of the proposed development. The required improvements and the status of each has been outlined below.

Table 3.5.3-A. TIA Improvements

Phase 1	Required Improvements
Access A Oleander Drive and Greenville Loop Road /Greenville Avenue (Improvements Completed)	<ul style="list-style-type: none"> <li>Construct an additional northbound right turn lane on Greenville Loop Road.</li> <li>Reconfigure northbound approach with full storage for the dual right turn lanes, and a shared through-left lane with approximately 300 feet of storage and appropriate tapers.</li> <li>Signal modification and optimization.</li> </ul>
Access B Richard Bradley Drive and Greenville Loop Road (Last two bullets have not been completed but remain requirements for Phase 2 development )	<ul style="list-style-type: none"> <li>Construct a northbound left turn lane with 100 feet of storage and appropriate taper.</li> <li>Construct a southbound through-right turn lane with approximately 100 feet of storage and appropriate taper (TIA indicated through lane and right turn lane).</li> <li>Perform preliminary design, drainage, and grading for the addition of a southbound right turn lane with 100 feet of storage and appropriate taper.</li> <li>Restripe westbound approach of Richard Bradley Drive to include a left turn lane.</li> <li>Provide a separate eastbound left turn lane, and a shared through-right lane.</li> </ul>
Access A and Greenville Loop Road (Improvements Completed)	<ul style="list-style-type: none"> <li>Construct a northbound left turn lane with 100 feet of storage plus appropriate taper.</li> <li>Construct a southbound right turn lane with full storage.</li> </ul>
Phase 2	Required Improvements
Access A Oleander Drive and Greenville Loop Road /Greenville Avenue (Improvements not complete but remain requirements for Phase 2 development)	<ul style="list-style-type: none"> <li>Construct an additional westbound left turn lane on Oleander Drive with 300 feet of storage and appropriate tapers.</li> <li>Extend existing westbound left turn lane on Oleander Drive to 300 feet of storage.</li> <li>Construct a southbound left turn lane on Greenville Avenue with 150 feet of storage and appropriate taper</li> <li>Construct an eastbound right turn lane on Oleander Drive with 150 feet of storage plus appropriate taper.</li> <li>Signal modification and optimization.</li> </ul>
Access B Richard Bradley Drive and Greenville Loop Road (Improvements not complete but remain requirements of Phase 2 development)	<ul style="list-style-type: none"> <li>Extend the southbound through-right turn lane at the intersection to full storage all the way to Oleander Drive.</li> <li>Construct a southbound right turn lane with 100 feet of storage and appropriate taper.</li> </ul>
Access C and Greenville Loop Road (Improvements not complete)	<ul style="list-style-type: none"> <li>Construct an eastbound right turn lane with 100 feet of storage and appropriate taper.</li> <li>Construct concrete median island per NCDOT specifications on Oleander from Greenville Loop Road to Bagley Avenue.</li> </ul>

- Table 3.5.3-B below indicates that the surrounding street network is currently operating above its designed capacity at a level of service (LOS) of F. Table 3.5.3-C indicates that there would be an increase in the estimated vehicle trips associated with the proposal when compared to the maximum intensity allowed under the current zoning.

*Table 3.5.3-B. Current Volumes, Capacities and Levels of Service*

Road	Location	Volume	Planning Capacity	V/C	LOS
Oleander Drive	Between Giles and Bagley avenues	43,654	37,232	1.17	<b>F</b>
Greenville Avenue	Between Wrightsville and Park avenues	2,765	10,979	0.25	<b>A</b>
Greenville Loop Road	Between Richard Bradley and Oleander drives	19,434	10,979	1.77	<b>F</b>

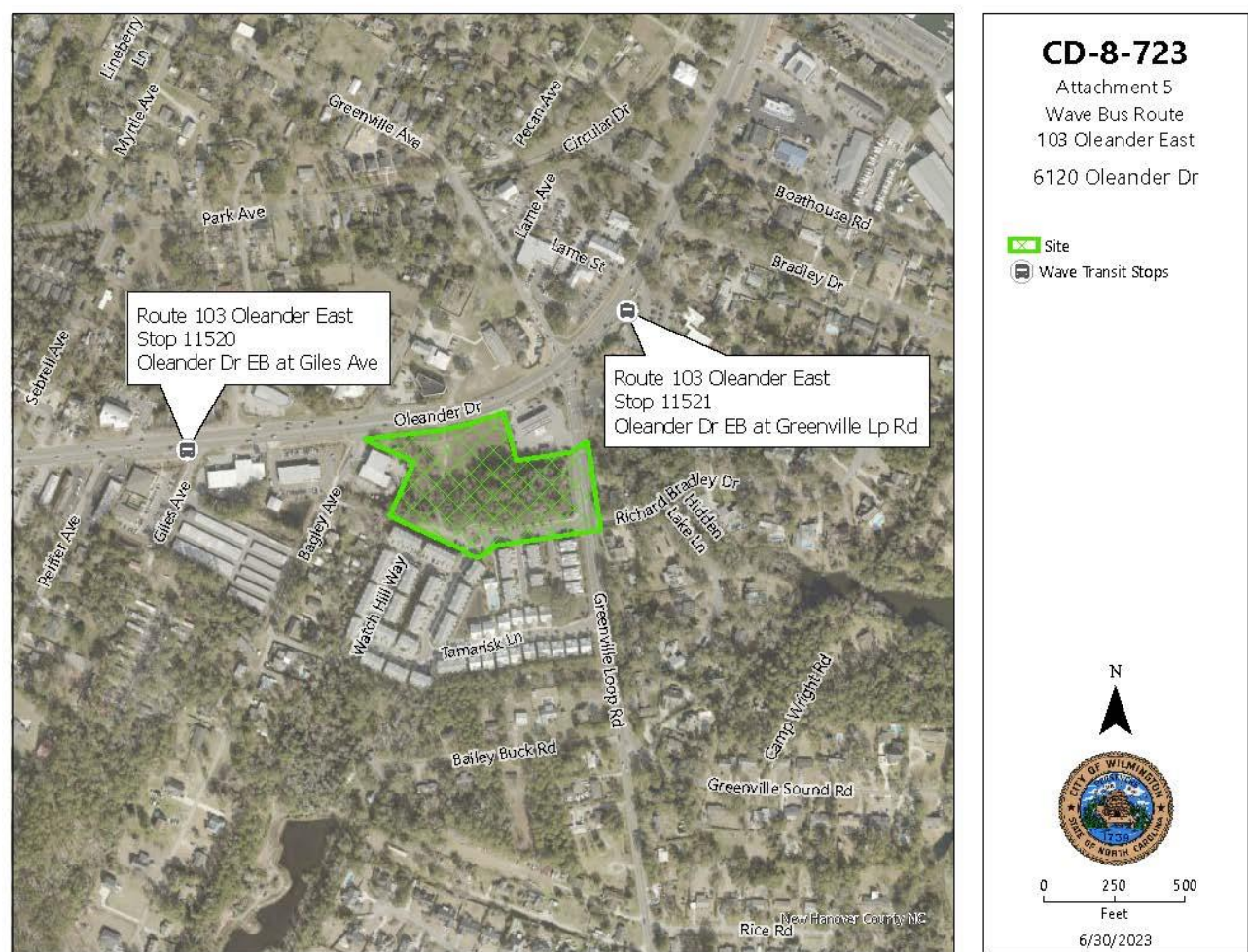
*Table 3.5.3-C. Estimated Trip Generation*

Zoning	Land Use	Intensity	AM Peak Hour Trips	PM Peak Hour Trips	Average Weekday 2-way Volume Trips (ADT)
<b>CB(CD) (existing)</b>	Office, professional (ITE 710)	31,200 sf	61	63	421
<b>CB(CD) (existing)</b>	Retail (ITE 822)	31,200 sf	74	206	1,699
		<b>TOTAL EXISTING</b>	<b>135</b>	<b>269</b>	<b>2,120</b>
<b>O&amp;I(CD) (proposed)</b>	Office (ITE 712)	8,000 sf	13	17	115
<b>O&amp;I(CD) (proposed)</b>	Retail (ITE 822)	6,500 sf	15	43	354
<b>O&amp;I(CD) (proposed)</b>	Restaurant (ITE 932)	6,200 sf	59	56	665
<b>O&amp;I(CD) (proposed)</b>	Multiple dwelling (ITE 220)	192 units	82	103	1,306
		<b>TOTAL PROPOSED</b>	<b>169</b>	<b>219</b>	<b>2,440</b>
		<b>NET DIFFERENCE</b>	<b>+34</b>	<b>-50</b>	<b>+320</b>

## Bicycle, Pedestrian, and Transit Facilities

- The New Hanover County and City of Wilmington Comprehensive Greenway Plan has identified a 10-foot-wide asphalt multi-use path along the project's Greenville Loop Road frontage, which is currently installed.
- Additionally, this development is adjacent to the City's Greenville Loop Trail, Section 3 Capital Improvement Project. This portion of the trail will extend the multiuse path from Old Military Road to Park Avenue.
- The capital project has been delayed and currently remains in the property acquisition phase. However, construction is anticipated to begin in the winter of 2023.
- Wave Route 103 provides service to the area. Existing stops are located at the intersection of Oleander Drive and Greenville Loop Road and Oleander Drive and Giles Avenue.
- Section 18-496 of the Land Development Code requires projects located on a high-capacity transit route that generates greater than 1,000 daily vehicular trips to provide a transit stop with improvements if no such stop currently exists.
  - Improvements include a landing pad between curb and sidewalk, a transit stop pad located behind public sidewalk or path, a transit shelters with seating, trash receptables, and a bicycle rack.
  - These standards may be waived by the Technical Review Committee if an existing stop is located within ¼-mile of the site on same side of the street and with same required facilities. Two bus stops are existing along Oleander within ¼ mile of the subject site. However, the current condition of the existing stops could benefit from the improvements required as of June 2023. Therefore, staff is recommending a condition (Condition 16) to work with WAVE transit to improve the existing stop located to the west, at Oleander and Giles.

Map 3.5.3-A. WAVE Transit Map



### Public Utilities

- The site has access to water and sewer mains located adjacent to the site.

Table 3.5.3-C. Cape Fear Public Utilities (CFPUA)

Utility Type	Ownership	Size	Location
Water Main (Existing)	CFPUA	8"	Oleander Drive Bagley Avenue Greenville Loop Road
Sewer Main (Existing)	CFPUA	8"	Greenville Loop Road

## Stormwater

- The proposal includes approximately 113,181 square feet (49.7% of the site) of impervious coverage. Designs for on-site stormwater management would be reviewed for compliance with the city's stormwater management regulations.
- The Land Development Code (LDC) limits areas identified as watershed resource protection or conservation on the most recently adopted CAMA land classification map to 25 percent (25%) impervious surface coverage. An increase to a maximum of fifty percent (50%) may be achieved by including exceptional design techniques on site.
- The applicant's design narrative proposes an impervious surface limit increase to 50% based on credit and points based on design. (Attachment 3)
- An existing 36-foot wide public drainage easement exists on site running from Oleander Drive to Greenville Loop Road. The applicant proposes to pipe the existing ditch. There are no Capital Improvement Projects located on this site.
- Designs for on-site stormwater management would be reviewed for compliance with the city's stormwater management regulations.

## 4. Attachments

1. Conditional District Rezoning Application (dated received 6/28/2023 & 4/14/2023)
2. Community Meeting Report (dated received 4/14/2023)
3. Applicant's exceptional design narrative (dated received 4/18/23)
4. Approved Traffic Impact Analysis (dated 1/27/2015)
5. Elevations (date received 8/11/2023)
6. Proposed Site Plan (date received 8/11/2023)
7. Open space exhibit (date received 8/11/2023)
8. Planning Commission Public Comments (7/12/2023)